#### **Fiscal Update**

#### Presentation to the Senate Budget and Taxation Committee

Department of Legislative Services
Office of Policy Analysis
Annapolis, Maryland

December 3, 2009

## U.S. Has Been in Recession Since December 2007

#### U.S. Recessions Since World War II

			Trough Change*			
	Length in	Real	Nonfarm	Unemp	loyment R	ate
Recession	<u>Months</u>	<u>GDP</u>	<b>Employment</b>	Low	High*	<u>Change</u>
December 2007 to ???	24 (and counting)	-3.8%	-5.3%	4.4	10.2	5.8
Forecasts:						
Moody's Economy.com, Inc.	20	-3.8%	-5.7%	4.4	10.7	6.3
Global Insight	18	-3.8%	-5.5%	4.4	10.2	5.8
March 2001 to November 2001	8	-0.3%	-2.1%	3.9	6.3	2.4
July 1990 to March 1991	8	-1.4%	-1.5%	5.0	7.8	2.8
July 1981 to November 1982	16	-2.9%	-3.2%	7.2	10.8	3.6
Average for Previous Recessions	10	-2.0%	-2.6%	4.4	7.6	3.2

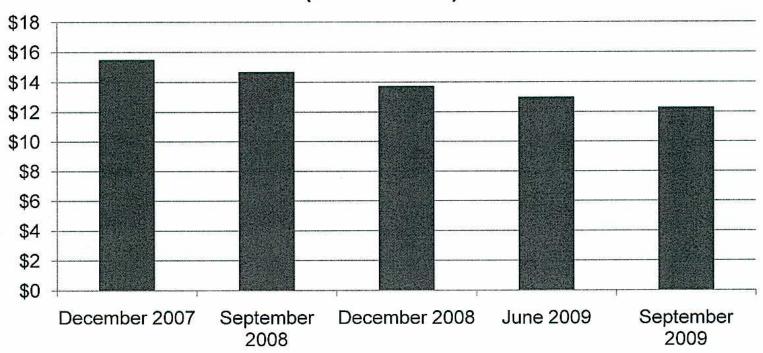
Real GDP = inflation adjusted gross domestic product

Note: Global Insight and Economy.com believe that real GDP bottomed out in the second quarter of 2009. Global Insight expects the unemployment rate to peak in the first quarter of 2010 while Economy.com forecasts the peak in the third quarter of 2010.

<sup>\*</sup> For the 2007 recession, real GDP is the percent change from the peak to the second quarter of 2009. Employment is the percent change from the peak to October 2009. The unemployment rate is as of October 2009.

## Constrained Budget Growth Overwhelmed By \$3.2 Billion Revenue Decline





General Fund Revenues Estimated For Fiscal 2010

#### Fiscal 2009 General Fund Revenues

(\$ in Millions)

	FY 2008	20.000	Fiscal 2009		FY 2008-2009
Source	<u>Actual</u>	Estimate*	<u>Actual</u>	Difference	% Change
Personal Income Tax	\$6,940.1	\$6,781.5	\$6,477.2	-\$304.3	-6.7%
Sales and Use Tax	3,675.3	3,611.0	3,620.4	9.5	-1.5%
State Lottery (1)	497.1	455.8	473.2	17.4	-4.8%
Corporate Income Tax	551.7	582.3	550.7	-31.6	-0.2%
Business Franchise Taxes	208.0	209.2	201.4	-7.9	-3.2%
Insurance Premiums Tax	301.8	298.3	275.2	-23.1	-8.8%
Estate and Inheritance Taxes	243.5	226.6	205.5	-21.1	-15.6%
Tobacco Tax	376.1	413.8	405.6	-8.2	7.8%
Alcohol Beverages Tax	29.0	29.0	29.2	0.2	0.7%
Motor Vehicle Fuel Tax	13.2	6.5	6.5	0.0	-50.8%
District Courts	91.3	88.3	89.4	1.1	-2.1%
Clerks of the Court	42.6	32.4	40.5	8.1	-4.8%
Hospital Patient Recoveries	86.6	94.7	96.5	1.7	11.4%
Interest on Investments	166.5	103.0	83.0	-20.0	-50.1%
Miscellaneous	322.9	307.9	338.3	30.4	4.8%
GAAP Transfer	0.0	<u>7.9</u>	<u>7.9</u>	0.0	<u>n/a</u>
Total Revenues	\$13,545.6	\$13,248.4	\$12,900.5	-\$347.9	-4.8%

GAAP: generally accepted accounting principles

Note: Legislation enacted at the 2007 special session and the 2008 regular session impacted the personal income tax, sales tax, corporate income tax, tobacco tax, motor fuel tax, and certain miscellaneous revenues. In general, these changes went into effect in January 2008 thus impacting the second half of fiscal 2008 revenues but all of fiscal 2009.

<sup>\*</sup> From the Board of Revenue Estimates, March 2009, with adjustments for action at the 2009 legislative session.

Total fiscal 2008 net receipts after the distribution to the Stadium Authority totaled \$507.9 million, \$10.8 million above the estimate. The \$10.8 million overattainment was transferred to a special fund per SB 545 (2008 session).

#### Maryland General Fund Revenue Forecast (\$ in Millions)

	FY 2009		FY 2010 Estim	ate	% Change	FY 2011	% Change
Source	<u>Actual</u>	<u>March</u>	Sept.	Difference	over FY 2009	<b>Estimate</b>	over FY 2010
Personal Income Tax	\$6,477.2	\$6,602.2	\$6,121.8	-\$480.3	-5.5%	\$6,358.2	3.9%
Sales and Use Tax	3,620.4	3,605.4	3,523.9	-81.6	-2.7%	3,647.2	3.5%
State Lottery (1)	473.2	507.1	523.0	15.9	10.5%	530.4	1.4%
Corporate Income Tax (2)	550.7	555.5	495.0	-60.5	-10.1%	541.1	9.3%
Business Franchise Taxes	201.4	216.1	216.1	0.0	7.3%	216.1	0.0%
Insurance Premiums Tax	275.2	305.2	275.8	-29.5	0.2%	281,3	2.0%
Estate and Inheritance Taxes	205.5	177.6	180.2	2.6	-12.3%	178.3	-1.1%
Tobacco Tax	405.6	399.1	380.3	-18.9	-6.2%	375.7	-1.2%
Alcohol Beverages Tax	29.2	29.6	29.5	-0.1	1.2%	29.9	1.2%
Motor Vehicle Fuel Tax	6.5	8.4	8.4	0.0	29.0%	0.0	-100.0%
District Courts	89.4	88.8	88.6	-0.2	-0.9%	87.5	-1.2%
Clerks of the Court	40.5	32.8	42.0	9.2	3.7%	40.2	-4.4%
Hospital Patient Recoveries	96.5	66.4	65.7	-0.7	-31.9%	67.1	2.0%
Interest on Investments	83.0	73.0	38.0	-35.0	-54.2%	48.5	27.6%
Miscellaneous	338.3	329.8	326.0	-3.8			
GAAP Transfer	7.9				-3.6%	332.5	2.0%
0-23 E M	1.5	<u>0.0</u>	0.0	<u>0.0</u>	<u>-100.0%</u>	<u>0.0</u>	<u>n/a</u>
Total Revenues	\$12,900.5	\$12,997.0	\$12,314.2	-\$682.8	-4.5%	\$12,733.9	3.4%

GAAP: generally accepted accounting principles

Source: Board of Revenue Estimates. The estimate from March has been adjusted for actions taken at the 2009 legislative session.

<sup>(1)</sup> Legislation from the 2009 session (HB 101) lowered the agent commission from 5.5 to 5.0% for fiscal 2010 to 2012.

<sup>(2)</sup> General fund corporate income tax revenues in fiscal 2009 and 2010 reflect distributions to the Higher Education Investment Fund. Under current law, there will be no distribution in fiscal 2011.

## Constraining General Fund Spending Fiscal 2008-2010

#### (\$ in Millions)

DLS: Department of Legislative Services	
Total Actions	\$3,343
Additional Reversions at Closeout	118
Board of Public Works Reductions	1,073
Legislative Reductions	954
Governor's Proposed Budget Less Than DLS Baseline	\$1,198

- Actions to constrain general fund budget exceed \$3.3 billion over three years.
- However, it is estimated that about \$1.2 billion of the actions have not been ongoing.

#### **Current Fiscal 2010 Spending Is** \$2.4 Billion Below 2006 Estimate

#### Projected Fiscal 2010 Spending Compared to Current Spending (\$ in Millions)

	DLS Projection Dec 2006	Current Fiscal 2010 Spending	Difference
Operations	\$16,525	\$14,233	-\$2,292
PAYGO Capital	88	0	-\$88
Total	\$16,613	\$14,233	-\$2,380

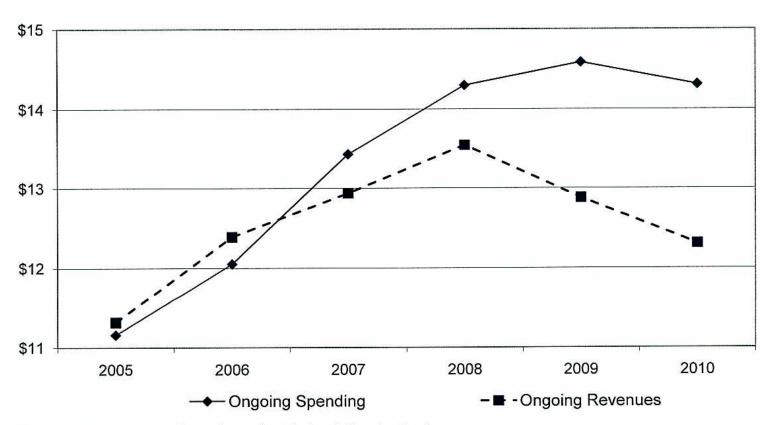
DLS: Department of Legislative Services

PAYGO: pay-as-you-go

Note: Current spending includes general funds and the federal American Recovery and Reinvestment Act of 2009 monies (\$1.1 billion) that replaced general funds in the fiscal 2010 budget. Amounts exclude appropriations to State reserve fund.

## Fiscal 2010 Revenues Level with Fiscal 2006 Budget Gap Grows to \$2 Billion Fiscal 2005-2010

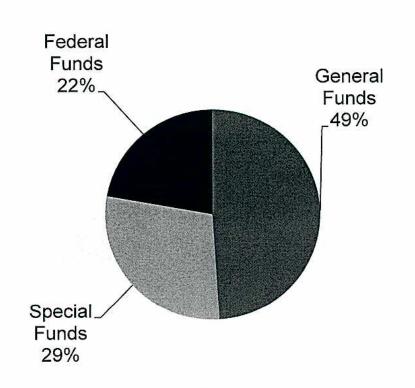
#### (\$ in Billions)



Note: Fiscal 2009 and 2010 adjusted to reflect federal stimulus funds.

#### Stimulus Funds Grow Federal Share of Budget to Almost 30 Percent

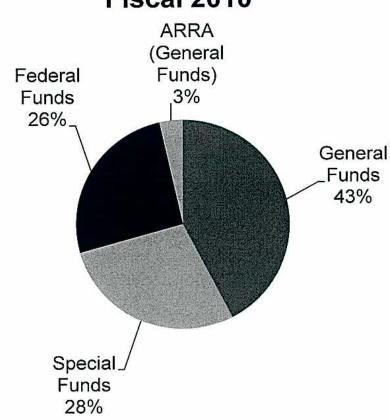
#### Fiscal 2008



ARRA: American Recovery and Reinvestment Act of 2009

ARRA (General Funds) - ARRA monies replacing general funds

#### Fiscal 2010



#### Federal Stimulus Funds Drive Growth in State Budget

#### (\$ in Millions)

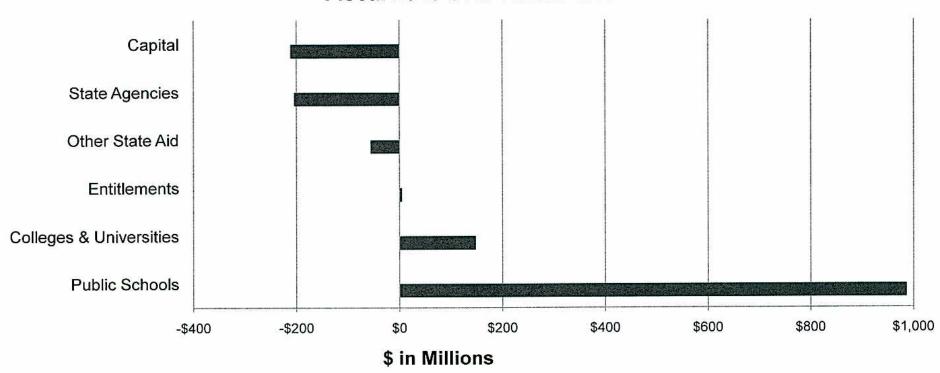
	FY 2007	FY 2010	Change	% Change
General	\$13,566	\$13,131	-\$435	-3.2%
Special	5,319	5,486	167	3.1%
Higher Education	2,870	3,386	516	18.0%
Federal	6,364	9,129	2,765	43.4%
~	\$28,119	\$31,132	\$3,013	10.7%
General/ARRA Funds	\$13,566	\$14,233	667	4.9%

ARRA: federal American Recovery and Reinvestment Act of 2009

Note: General funds exclude reserve fund appropriations. General/ARRA Funds include ARRA funds substituted for general funds.

## Education Aid Up \$1 Billion and Agency Budgets Constrained Since Fiscal 2007

#### Change in General Fund/ARRA Spending Fiscal 2010 over Fiscal 2007



Note: Colleges and universities includes community colleges. All amounts augmented by federal American Reinvestment and Recovery Act (ARRA) funds used in lieu of general funds in fiscal 2010.

#### Administration's Latest Proposed Actions Close Current Budget Gap and Leave a Balance to Cover Some Fiscal 2010 Budget Deficiencies

#### Fiscal 2010 Budget

(\$ in Millions)

-\$240.6	Gap After September Revenue Forecast
102.8	November 18 BPW Reductions
129.0	Corporate Income Tax – CEG Asset Sale
98.4	Other Revenues/Transfers
31.4	Additional Reversions
\$121.0	Estimated Fiscal 2010 Balance
-\$278.7	Potential Budget Deficiencies (DLS Estimate)

DLS: Department of Legislative Services

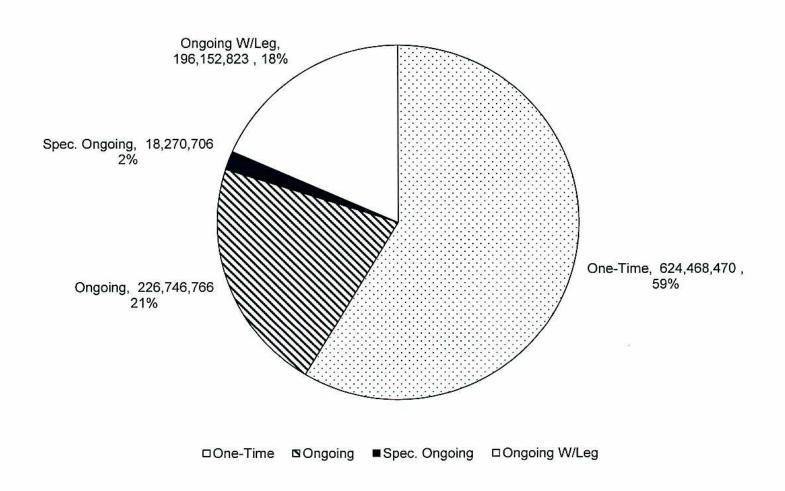
BPW: Board of Public Works

CEG: Constellation Energy Group

## Administration Plan to Address FY 2010 Revenue Shortfall Exceeds \$1 Billion

\$531.4 million BPW reductions
168.5 million revenues & reversions
365.8 million actions requiring legislation
\$1,065.6 million total

## About 60% of Actions One-time and Another 18% Require Legislation to Be Ongoing



### Actions to Balance Fiscal 2010 Budget That Will Require Legislation at the 2010 Session

	\$159.5
TTF due to Local Highway User Revenue cut	87.0
USM & Morgan State Fund Balance	34.1
TTF & HEIF Share of Constellation/EDF Corporate Tax Revenues	25.0
Land Records Fund	10.0
Assign interest from special funds to the general fund	
Chesapeake Bay 2010 Fund	8.0
IWIF unfunded liability reserve	6.0
STO State Insurance Trust Fund	5.0
DNR Program Open Space unencumbered funds	4.5
SF from DNR, STO, & DHMH due to reductions	3.5
SDAT Charter Unit	3.0
Preservation of Cultural Arts in Md	2.9
MDE Oil Contaminated Site Environmental Cleanup Fund	2.2
Moving violation revenues to the general fund	2.0
DSP Vehicle Theft Prevention Fund	1.8
DHMH Community Health Resources Commission Fund	1.8
DHMH Spinal Cord Injury Trust Fund	1.6
MDE Oil Fund Reserve	1.2
MDE Used Tire Cleanup & Recycling Fund	1.1
MDE Tidal Wetlands Compensation Fund	1.0
DHMH Boards and Commissions reductions	0.7
STO cash management improvement fund	0.7
DLLR Reduce horse racing local impact grants by 50%	0.6
DPSCS Md Correctional Enterprises Fund	0.5
DBM Central Collection Fund Balance	0.5
DHCD special fund furlough savings	0.4
DHMH Maryland Health Care Commission fund balance	0.3
MDE Maryland Clean Air Fund	0.3
DNR Waterway Improvement Fund reductions	0.2
MDE Radiation Control Fund	0.2
MDA State Chemist statutory reserve account	0.2
STO Tort Litigation Unit reductions	0.1
	\$365.8
	- It

# State Expenditures – General Funds (\$ in Millions)

	Work. Appr.	Adjusted Leg. Appr.	Baseline	FY 2010 to FY 2011	FY 2011
Category	FY 2009	FY 2010	FY 2011	\$ Change	% Change
Debt Service	\$0.0	\$0.0	\$0.0	\$0.0	n/a
County/Municipal	214.7	190.0	214.6	24.5	12.9%
Community Colleges	254.7	252.2	288.1	35.9	14.2%
Education/Libraries	5,436.8	5,230.0	5,287.8	57.8	1.1%
Health	57.4	37.3	40.2	2.9	7.8%
Aid to Local Governments	\$5,963.5	\$5,709.6	\$5,830.7	\$121.1	2.1%
Foster Care Payments	243.0	240.4	244.6	4.2	1.8%
Assistance Payments	38.2	34.5	98.0	63.5	184.1%
Medical Assistance	1,904.3	1,524.1	2,404.1	879.9	22.7%
Property Tax Credits	57.3	60.4	66.5	6.1	10.1%
Entitlements	\$2,242.7	\$1,859.4	\$2,813.2	\$953.8	51.3%
Health	1,401.3	1,367.9	1,461.2	93.3	6.8%
Human Resources	308.5	276.5	305.3	28.8	10.4%
Systems Reform Initiative	30.7	26.2	26.2	0.0	%0.0
Juvenile Services	267.0	255.2	268.8	13.7	5.4%
Public Safety/Police	1,256.7	1,163.7	1,267.1	103.4	8.9%
Higher Education	1,131.9	1,145.2	1,220.8	75.6	6.6%
Other Education	398.5	360.6	384.7	24.1	6.7%
Agric./Natl. Res./Environment	122.8	107.7	117.6	6.6	9.5%
Other Executive Agencies	549.9	526.8	610.2	83.4	15.8%
Judicial/Legislative	445.5	451.5	477.5	26.0	5.8%
State Agencies	\$5,912.8	\$5,681.2	\$6,139.4	\$458.1	8.1%
Deficiencies	0.0	278.7	0.0	-278.7	-100.0%
Salary Enhancement/Deferred Comp (1)	0.0	0.0	134.5	134.5	n/a
Total Operating	\$14,119.1	\$13,528.9	\$14,917.8	\$1,388.9	10.3%
Capital/Heritage Reserve Fund	23.0	5.1	0.9	6.0	18.6%
Transfer to MDTA	65.0	0.0	0.0	0.0	n/a
Keversions	-38.4	-46.5	-30.0	16.5	-35.4%
Appropriations	\$14,168.7	\$13,487.5	\$14,893.8	\$1,406.2	10.4%
Reserve Funds (2)	146.5	139.9	0.0	-139.9	-100.0%
Grand Total	\$14,315.2	\$13,627.5	\$14,893.8	\$1,266.3	9.3%

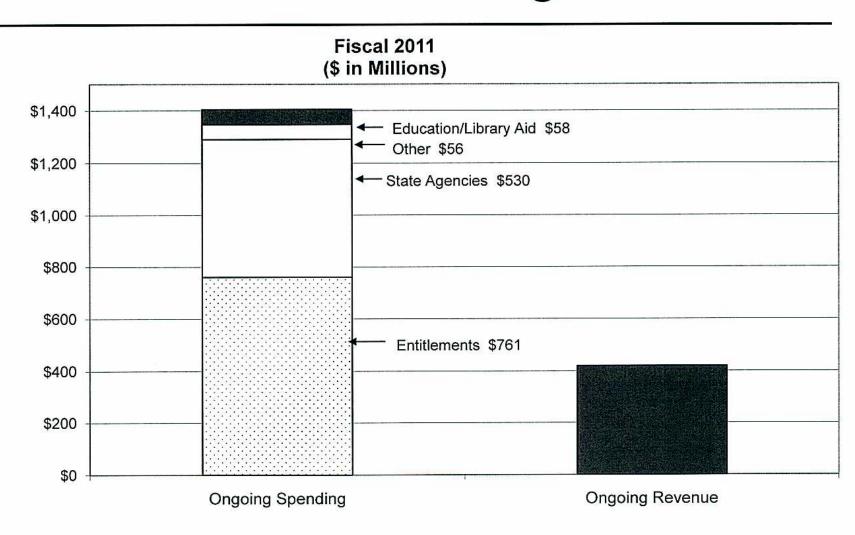
MDTA: Maryland Transportation Authority

Note: The adjusted fiscal 2010 legislative appropriation reflects \$428.6 million in withdrawn appropriations and \$19.6 million in additional reversions approved by the Board of Public Works in July and August.

<sup>(1)</sup> Includes cost-of-living adjustment, increments, and the employer match for deferred compensation.

<sup>(2)</sup> Excludes \$65 million in fiscal 2009 appropriated to the Dedicated Purpose Account that is to be transferred to MDTA. These monies are included in the transfer to MDTA line.

## Modest Revenue Growth Funds Less Than 1/3 of Baseline Budget Growth



#### Revenues Minus Baseline Spending Estimate = \$2 Billion Fiscal 2011 Hole

#### Fiscal 2011 General Fund Budget (\$ in Millions)

Starting Balance		\$0.0
Revenues  BRE Estimated Revenue September 2009  Transfers	\$12,733.9 135.0	
Funds Available		\$12,868.9
Spending DLS Baseline Estimate Estimated Agency Reversions Net Expenditures	\$14,835.5 -30.0	\$14,805.5
Ending Balance		-\$1,936.6

DLS: Department of Legislative Services BRE: Board of Revenue Estimates

#### Components of Growth Conducive to Level Funding about \$350 Million

#### (\$ in Millions)

•	Level Fund Mandated Formulas	\$72
•	No Employee COLAs/Increments	123
•	Continue State Employee Furloughs	45
•	No Deferred Compensation Match	12
•	Continue to Defer IT Projects	40
•	Level Fund Higher Education	28
•	Constrain Agency Operating Costs	15
•	No Community Provider Rate Increases	12

COLA: cost-of-living adjustment

IT: information technology

#### **Other Gap Closers**

(\$ in Millions)

<ul> <li>Enhanced Medicaid Match for Extra 6         Months per House Health Bill</li> </ul>	\$384
<ul> <li>Continue One-time BPW Reductions or Transfers for Another Year</li> </ul>	175
<ul> <li>Maximize Use of Bonds to Benefit the General Fund</li> </ul>	120
<ul> <li>Additional Federal TANF Monies</li> </ul>	85

BPW: Board of Public Works

TANF: Temporary Assistance for Needy Families

#### General Fund Budget Outlook Fiscal 2009 - 2015

(\$ in Millions)

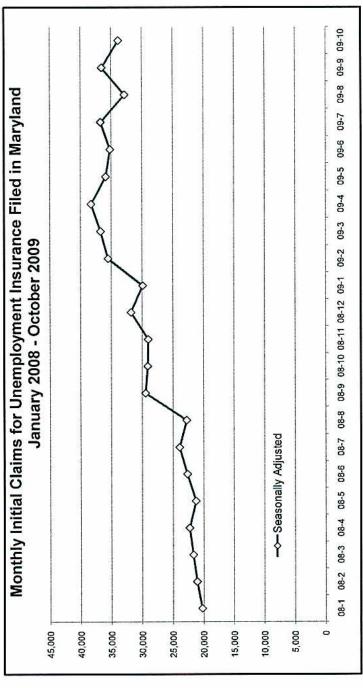
Revenues	FY 2009 Actual	FY 2010 Working	FY 2011 Baseline	FY 2012 Est.	FY 2013 Est.	FY 2014 Est.	FY 2015 Est.	Avg Annual Change 2011-2015
Opening Fund Balance	487	\$87	\$0	\$0	\$0	\$0	\$0	
Transfers*	189	964	135	62	48	55	50	
One-time Revenues/Legislation	840	Z	<u>o</u>	<u>0</u>	<u>0</u>	<u>0</u>	<u>0</u>	
Subtotal One-Time Revenue	\$1,517	\$1,058	\$135	\$62	\$48	\$55	\$50	-21.9%
Ongoing Revenues	12,879	\$12,309	\$12,735	\$13,361	\$14,171	\$14,904	\$15,553	
Subtotal Ongoing Revenue	\$12,879	\$12,309	\$12,735	\$13,361	\$14,171	\$14,904	\$15,553	5.1%
Total Revenues & Fund Balance	\$14,396	\$13,367	\$12,870	\$13,424	\$14,219	\$14,959	\$15,603	4.9%
Ongoing Spending								
Operating Spending**	14,585	\$14,551	\$15,715	\$16,152	\$16,923	\$17,706	\$18,447	
VLT Spending Supporting Education	0	<u>-39</u>	<u>-13</u>	<u>-366</u>	<u>-614</u>	<u>-664</u>	<u>-683</u>	
Subtotal Ongoing Spending	\$14,585	\$14,512	\$15,702	\$15,786	\$16,309	\$17,042	\$17,763	3.1%
One-Time Spending								
PAYGO Capital	14	\$0	\$1	\$1	\$1	\$1	\$1	
Federal Stimulus Funds	-437	-1,102	-898	0	0	0	0	
Appropriation to Reserve Fund	147	<u>115</u>	<u>0</u>	<u>50</u>	<u>50</u>	<u>50</u>	<u>50</u>	Ž.
Subtotal One-Time Spending	-\$276	-\$987	-\$897	\$51	\$51	\$51	\$51	n/a
Total Spending	\$14,309	\$13,525	\$14,805	\$15,837	\$16,360	\$17,093	\$17,814	4.7%
Ending Balance	\$87	-\$158	-\$1,936	-\$2,414	-\$2,140	-\$2,134	-\$2,212	
Rainy Day Fund Balance	692	617	638	668	708	745	778	
Balance over 5% of GF Revenues	47	1	2	0	0	0	0	
As % of GF Revenues	5.37%	5.01%	5.01%	5.00%	5.00%	5.00%	5.00%	
Structural Balance	-\$1,706	-\$2,203	-\$2,967	-\$2,425	-\$2,138	-\$2,138	-\$2,211	l

<sup>\*</sup> Fiscal 2010 includes Board of Public Works' approved transfers contingent on legislation.

\*\* Includes \$279 million in projected fiscal 2010 deficiencies and Board of Public Works' reductions.

## Maryland Economic Performance Year-over-year Percent Change\*

Month-Year	Employ CES	Employment CES QCEW	Unemployment <u>Rate</u>	Existing Home Sales	Median Home Price	Vehicle <u>Sales</u>	Sales Tax
Jan-09	-1.7%	-2.4%	6.2%	-17.7%	-14.7%	-14.5%	-1.2%
Feb-09	-2.0%	-2.9%	%8.9	-22.3%	-11.1%	-10.0%	-4.8%
Mar-09	-2.4%	-3.1%	%6.9	%9'6-	-6.8%	-14.2%	-8.0%
Apr-09	-2.7%		6.8%	-10.3%	-15.8%	-15.9%	%9.9-
May-09	-2.5%		7.2%	0.3%	-8.3%	-5.4%	-2.0%
90-unf	-2.3%		7.2%	10.0%	-10.5%	%9.9-	-9.3%
90-InC	-2.1%		7.2%	21.8%	-10.0%	-1.8%	-8.4%
Aug-09	-2.4%		7.1%	13.6%	-10.0%	3.1%	-8.0%
Sep-09	-2.1%		7.2%	9.6%	-3.7%	-3.3%	-6.1%
Oct-09	-2.0%		7.3%	39.5%	-8.7%		



CES: Current Establishment Survey QCEW: Quarterly Census of Employment and Wages Note: The unemployment rate is based on seasonally adjusted data. The sales tax is gross receipts (excluding assessments) adjusted for law changes. Monthly unemployment insurance claims from the U.S. Bureau of Labor Statistics with seasonal adjustment by Moody's Economy.com.

<sup>\*</sup> Except the unemployment rate

#### Revenue Attainments a Concern Next Several Months Crucial

#### (\$ in Millions)

#### Fiscal Year through October

Source	FY 2009	FY 2010	\$ Difference	% Difference
Personal Income Tax	\$1,758.2	\$1,621.8	-\$136.4	-7.8%
Sales and Use Tax (1)	947.5	884.1	-63.4	-6.7%
State Lottery	135.0	155.8	20.8	15.4%
Corporate Income Tax	125.1	108.4	-16.7	-13.3%
Business Franchise Taxes	44.5	43.4	-1.1	-2.6%
Insurance Premiums Tax	67.3	65.7	-1.6	-2.3%
Estate and Inheritance Taxes	78.4	56.4	-22.0	-28.1%
Tobacco Tax	116.2	114.5	-1.7	-1.5%
Alcohol Beverages Tax	7.3	7.3	0.0	0.6%
Motor Vehicle Fuel Tax	2.2	2.2	0.0	1.9%
District Courts	30.9	32.2	1.3	4.3%
Clerks of the Court	14.2	14.4	0.2	1.4%
Hospital Patient Recoveries (2)	10.2	3.7	-6.5	-63.7%
Interest on Investments (3)	24.0	7.0	-16.9	-70.6%
Miscellaneous	42.2	42.0	-0.1	-0.3%
Total Revenues	\$3,403.1	\$3,159.1	-\$244.0	-7.2%

<sup>(1)</sup> Data reflects sales tax revenue remitted to the Comptroller in August, September, and October which were collected by retailers in July, August, and September.

<sup>(2)</sup> Includes revenues from Medicare, insurance, and sponsors only. Fiscal 2009 includes \$6.5 million from a Medicaid cost settlement.

<sup>(3)</sup> Adjusted to reflect accrued interest earnings.